



Southern African Development Community

SADC Programme for Transfrontier Conservation Areas

SADC Secretariat

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0 Executive Summary

Transfrontier Conservation Areas (TFCAs) also known as Transboundary Protected Areas (TBPAs) are a relatively new concept in the conservation arena. TFCAs are founded on the realization that natural resources that straddle international boundaries are shared assets with the potential to meaningfully contribute to conservation of biodiversity and the socio-economic development of rural communities. According to the IUCN/ World DATA on Protected Areas there were 287 TBPAs or TFCAs around the world in 2007. Currently there are 18 existing and potential TFCAs in both terrestrial and marine environments in the SADC region. These are not necessarily between SADC Member States only but may also involve partnerships with non-SADC Member States. The SADC TFCAs can be divided into three categories based on their level of development namely; Category A or Established TFCAs with formal agreements - (five); Category B or Emerging TFCAs with a Memorandum of Understanding - (six); and Category C or Conceptual TFCAs which only exist as concept - (seven).

A number of protocols and strategies provide an enabling environment for the establishment and development of TFCAs in the SADC region. These include the SADC Protocol on Wildlife Conservation and Law Enforcement (1999), the SADC Protocol on Forestry (2002), the SADC Protocol on Shared Water Courses (2002) and the SADC Regional Biodiversity Strategy (2006).

SADC TFCAs are not developed following a uniform standard due to differences in spatial parameters, such as land use categories. Some TFCAs comprise multiple land uses, including different types of protected areas, communal and private lands whereas others are made up of adjoining protected areas. They also vary significantly in the level of cooperation, ranging from communication between officials to jointly implement activities by the partnering countries. SADC TFCAs are founded on the principle that conservation should embrace active participation and involvement of multiple stakeholders (states, private sector, local communities & NGOs) in the planning and management of natural resources, with an essential proviso that local communities who bear the cost of living with wildlife should benefit from sustainable utilization of natural resources.

Although the SADC Council of Ministers decided in 2004 that “*TFCAs be implemented bilaterally by the concerned Member States without the involvement of the SADC Secretariat,*” the situation is now different because SADC Member States have realized that (i) certain potential International Cooperating Partners (ICPs) are only willing to channel their support for the development of TFCAs through the SADC Secretariat; and (ii) individual Member States are finding it difficult to mobilise financial and technical resources for the implementation of TFCA activities. The SADC structures have therefore agreed to support TFCA planning and development processes and it is in this context that the SADC TFCA Programme has been developed.

The overarching SADC vision and mission statements for TFCAs as adopted by the SADC Member States at their meeting of March 2011 in Johannesburg, South Africa are as follows:

Vision:

SADC a model of community centred, regionally integrated and sustainably managed network of world class transfrontier conservation areas.

Mission:

To develop SADC into a functional and integrated network of transfrontier conservation areas where shared natural resources are sustainably co-managed and conserved to foster socioeconomic development, and regional integration for the benefit of people living within and around TFCAs, the SADC region, and the world.

The SADC TFCAs Programme has 7 key components with specific objectives, activities and outputs carried out at the regional, sub-regional and national levels:

Component 1: Advocacy and Harmonisation

The development of TFCAs is the prerogative of the SADC Member States and therefore, unless there is political will and acceptance at national level, the TFCAs' development processes may be stalled. The SADC TFCA Programme aims to influence change in the practices regarding conservation and management of shared natural resources and it advocates for harmonisation of policy and legal frameworks, thereby facilitating the development of regional standards, procedures and guidelines to resolve disparities and conflicts within and between policies and laws of the SADC countries in the development of TFCAs. Improved policies and legislation are the basis for efficient and effective management of existing TFCAs and expansion of the TFCA network in the SADC Region.

Component 2: Enhancement of financing mechanisms for TFCAs

A critical challenge for many countries in the SADC region is lack of funding for the development and management of TFCAs. The financial and technical support provided by SADC Member States and ICPs are critical in ensuring sustainable development and management of TFCAs in the region. In recent times, some ICPs have shifted their support from bilateral to regional forms of technical and financial cooperation. In both cases, SADC may facilitate access to financing resources, either by initiating and supporting bilateral dialogue between Member States and ICPs or through acquisition of funds at the regional level. Other financing mechanisms need to be explored, including the establishment of a regional fund specifically for the development of TFCAs in the SADC region.

Component 3: Capacity building for TFCA stakeholders

Building capacity of key TFCA stakeholders is an important element of successful TFCA development. Capacity building efforts should tap into existing expertise and should be conducted in close coordination and cooperation with national and regional institutions.

Component 4: Establishment of data and knowledge management systems

A SADC-wide information exchange as well as learning and innovation network seeks to facilitate gathering, processing and dissemination of TFCA related information. Furthermore, monitoring and evaluation at the level of individual TFCA is essential to ensure that the articulated objectives are being achieved, and if not, to determine causality and refine the management approach. At a regional level, a monitoring and evaluation system needs to be tailored to assess the progression of the SADC TFCA programme.

Component 5: Enhancement of local livelihoods

The livelihoods of millions of people that live in and around TFCAs are intricately linked to the integrity of biodiversity, including ecosystems being conserved in the TFCAs. Apart from using the land to raise and maintain livestock, to grow food and cultivate cash crops, rural communities also harvest natural resources for subsistence and commercial purposes. Member States acknowledge that the primary beneficiaries of TFCAs must be these rural communities who have an intrinsic right to be involved in the decision making processes. Therefore, TFCAs' activity plans should be developed through a participatory process and should clearly demonstrate the benefit flow to these communities and be aligned with regional poverty alleviation strategies. Increased private and public investments in crossborder infrastructure and tourism projects in the TFCAs can also contribute significantly to improving local economies. Facilitating crossborder access to local and regional markets can further increase income at the household level. The SADC TFCAs' Programme also recognizes that more vulnerable segments of the population, for example, women, youth and people living with HIV/AIDS, need special focus within these programmes.

Component 6: Reducing vulnerability of ecosystems and people to the effects of climate change

The SADC region is vulnerable to the effects of climate variability and climate change. It is expected that temperature in the region will increase by about 3°C by 2080, while rainfall is expected to decrease with an increase of extreme weather events such as droughts and floods. Even just a 2°C increase can have a negative impact on TFCAs and their contribution to economic development and poverty alleviation by affecting biodiversity, ecotourism, as well as agriculture, water and the well-being of the people living in TFCAs.

Component 7: Development of TFCAs into marketable regional tourism products

The SADC Regional Indicative Strategic Development Plan (RISDP) and the SADC Regional Infrastructure Development Master Plan (RIDMP) have identified TFCAs as potential instruments for promoting regional integration, cooperative tourism and rural development. This is because countries are already working together in managing TFCAs as consolidated units and have joint governance structures in place for both conservation and tourism development. Secondly, many renowned tourism destinations are situated within SADC TFCAs and by

developing tourism at a TFCA level, there is great potential to generate employment in these largely rural and marginalized areas, thereby contributing to poverty reduction.

The SADC TFCA Programme will be implemented at three levels :(i) the SADC Secretariat; (ii) the national level; and (iii) the TFCA level.

At the SADC Secretariat level, the FANR Directorate will be responsible for the overall policy guidance, through various SADC protocols, and assist in the harmonisation of natural resources management and tourism development policies and legislation. To effectively provide this support, the SADC TFCA Programme needs additional staff within the Directorate as proposed below:

1. TFCA Programme Officer (Head of TFCA Unit in FANR): responsible for the overall facilitation of natural resources management and tourism development policies and legislation, and sharing of best practices in the development and management of TFCAs in the SADC region.
2. TFCA Assistant Programme Officer: responsible for technical and administrative support to the Programme Officer.

In order to ensure sustainability, it is recommended that both posts be created as permanent positions within the FANR Directorate, funded by the SADC Member States.

The SADC TFCAs Programme calls for the commitment of the Member States to establish TFCAs and implement activities on the ground by budgeting for this programme at national level, while lobbying for additional financial and technical support from ICPs and the private sector.

1 Introduction

The concept of Transfrontier Conservation Areas (TFCAs) recognises that management of shared natural resources across international boundaries has the potential to meaningfully contribute to conservation of biodiversity and the socio-economic development of rural communities. Several examples of transfrontier conservation areas around the world exist, such as the Waterton-Glacier International Peace Park between the United States of America and Canada (1932); the Polish Pieniny National Park and Slovak National Natural Reserve (1932); and the Albert National Park in Central Africa (1929). Since the mid 1990s, different SADC Member States have established TFCAs on a bilateral or multi-lateral arrangement as enshrined in the SADC Protocol on Wildlife Conservation and Law Enforcement of 1999.

The SADC TFCA programme aims to promote the establishment of TFCAs as a conservation and development model. This model has potential to foster regional cooperation and integration and enhance the development of rural areas as well as promote sustainable utilisation of areas of high ecological value. The programme has been designed in consultation with the SADC Member States and other relevant stakeholders. The consultation process was both at national and regional levels.

2 TFCAs in the International Context

There is no international convention for TFCAs however they complement the goals and objectives of a number of international conservation related conventions such as: the African Convention on Nature and Natural Resources - ACNRR (1968), the Convention on Wetlands Conservation – Ramsar (1971), UNESCO’s Man and Biosphere Programme (1971), the World Heritage Convention - WHC (1972), the Convention on International Trade in Endangered Species of Flora and Fauna - CITES (1973), the Convention on Migratory Species – CMS (1979), the Convention on Biological Diversity – CBD (1992), the United Nations Convention to Combat Desertification – UNCCD(1994), and the UN Framework Convention on Climate Change - UNFCCC (1994).

SADC Member States with territories that extend to the sea may be signatories or parties to agreements regarding the protection and management of marine ecosystems and as such, TFCAs complement the goals and objectives of the agreements entered into by these states. The relevant agreements regarding the conservation and management of marine ecosystems include; the United Nations Convention on the Law of the Sea – UNCLOS (1982); Convention for the Protection, Management and Development of Marine and Coastal Environment of the East African Region – Nairobi (1985); International Convention for the Prevention of Pollution from Ships – MARPOL (73/78); and the Convention on the Prevention of Marine Pollution by Dumping of Wastes and Other Matter – London (1972).

Collectively, the Conventions listed above, advocate for collaboration in the sustainable utilisation of shared natural resources, and call for the active participation of local communities in the management and equitable sharing of benefits derived from natural resources. Most SADC Member States have signed and ratified these Conventions. The SADC TFCA Programme will support these international commitments and contribute to the international efforts in biodiversity conservation and climate change mitigation.

The concept of joint management of shared natural resources across international boundaries gained considerable momentum following the World Summit on Sustainable Development in Rio de Janeiro, Brazil in 1992. In 2004, the countries that ratified the Convention on Biological Diversity adopted, during the World Conservation Congress, the goal of establishing and strengthening “*regional networks, transboundary protected areas and collaboration between neighbouring protected areas across national boundaries*” under its “*Protected Areas Programme of Work*”. A further milestone achieved at this Congress was the launch of the “Parks for Peace” initiative by the Peace Parks Foundation (PPF) and the International Conservation Union (IUCN). This conference also adopted a globally recognised conceptual framework and corresponding definitions of transboundary protected areas (TBPAs).

The generic term “transboundary protected area” covers a series of different types of transfrontier areas set aside for conservation including two or more continuous protected areas across a national boundary, a cluster of separated protected areas without intervening land or a cluster of protected areas and the intervening land. The most widely accepted definition is given by IUCN (2004) as:

“an area of land and/or sea that straddles one or more boundaries between states, sub-national units such as provinces and regions, autonomous areas and/or areas beyond the limits of national sovereignty or jurisdiction, whose constituent parts are especially dedicated to the protection and maintenance of biological diversity, and of natural and associated cultural resources, and managed cooperatively through legal or other effective means”.

The popularity of the concept of cross-border cooperation is reflected in the increase in the number of TBPAs over the years. During the 1980s, IUCN identified approximately 70 TBPAs. Subsequent counts indicate a substantial increase with 169 in 2001, 188 in 2005, and 287 TBPAs in 2007 (IUCN/World Data Base on Protected Areas). Institutional support for TFCAs has also risen from within the international community. Support comes from various international development banks, international conservation NGOs and through the development cooperation with national governments.

Several international organisations have issued development guidelines for transboundary initiatives. The Council of Europe agreed to a European Outline Convention on Transfrontier Co-operation which includes a “*Model Agreement on the Creation and Management of Transfrontier Parks*”. A more recent set of guidelines comes from the World Commission on Protected Areas (WCPA), which gives a set of “*good practice guidelines*”.

3 TFCAs in the SADC Context

3.1 Policy and Legal Framework

SADC is born from a vision of *“a common future in a regional community that aims to ensure economic well-being, improvement in the standards of living and quality of life, freedom and social justice and peace and security for the peoples of Southern Africa”*. Sustainable and equitable economic growth and socio-economic development may be achieved through efficient productive systems, deeper cooperation and integration, good governance, and durable security. The Declaration and Treaty of SADC (1992) identifies food security, sustainable utilisation of natural resources and effective protection of the environment as some of the key objectives of SADC in sustaining its development process. Therefore, these are important areas of cooperation for SADC Member States.

The political targets are concretised by the SADC Regional Indicative Strategic Development Plan (RISDP) approved by the SADC Council of Ministers in 2003. RISDP provides strategic direction to SADC programmes, projects and activities. It is committed to the Millennium Development Goals (MDGs) and seen as an important element of the New Partnership for African Development (NEPAD). The RISDP lists the conservation, management and use of natural resources as a major component in the Chapter 4 “Priority Intervention Areas” under “sustainable food security” and “environment and sustainable development”. The RISDP considers TFCAs as a vehicle to ensure equitable and sustainable use of the environment and natural resources for the benefit of present and future generations and recognises the following key features as prerequisites for successful implementation:

- Harmonisation of policy environment, as well as legal and regulatory frameworks to promote regional cooperation on all issues relating to environment and natural resource management including transboundary ecosystems;
- Conservation of regional ecosystems and landscapes including management of water catchments and aquatic ecosystems;
- Protection and preservation of wildlife resources, effective management of fish stocks, promotion of aquaculture and mariculture; and
- Development of forest resources as a major source of energy in the region and facilitation of the development of trade in forest products through cooperation in the sustainable management of shared forests and establishing equitable and efficient ways of facilitating public access to forests and benefits to local communities.

There are a range of other SADC policies and legal frameworks that will guide and complement the development of the SADC TFCA Programme including, the SADC Protocol on Wildlife Conservation and Law Enforcement (1999), the SADC Protocol on Forestry (2002) and the SADC Regional Biodiversity Strategy (2006). Cross-border natural resources management activities, based on concepts of landscape level conservation, community participation and benefit sharing, build upon these existing regional frameworks.

SADC Protocol on Wildlife Conservation and Law Enforcement (1999)

The SADC Protocol on Wildlife Conservation and Law Enforcement (1999) defines a TFCA as “the area or component of a large ecological region that straddles the boundaries of two or more countries encompassing one or more protected areas as well as multiple use areas”. Article 4 objective 2(f) of the Protocol “promote(s) the conservation of shared wildlife resources through the establishment of transfrontier conservation areas and commits the SADC Member States to establish TFCAs. The TFCA concept recognises that the participating Member States are ecologically interdependent and that the natural resources estate across international boundaries is a shared asset for which the neighbouring countries are liable and from which they should derive equitable benefits. The TFCA concept is based on the premise that joint transboundary management of natural resources can prevent incompatible resource use policies and practices that have a deleterious effect on the continued existence of these resources and by extension the livelihoods of the people that depend on the use of these resources.

SADC Protocol on Forestry (2002)

The Protocol forms the policy framework for sustainable forest management in the SADC Member States. It seeks to promote the development, conservation, sustainable management and utilization of all types of forests and trees; promote trade in forest products throughout the region in order to alleviate poverty and generate economic opportunities for the people of the region; and achieve effective protection of the environment.

SADC Protocol on Shared Water Courses (2002)

The objective of this Protocol is to foster closer cooperation for sustainable and coordinated management, protection and utilisation of shared water courses and advance the SADC agenda for regional integration and poverty alleviation. The areas of regional cooperation are the harmonisation and monitoring of legislation and policies for planning, development, conservation, and protection of shared watercourses; the establishment of shared watercourse agreements and institutions; the promotion of research and technology development; information exchange; capacity building; and a coordinated and integrated environmentally sound development and management of shared water resources.

SADC Regional Biodiversity Strategy (2006)

The Regional Biodiversity Strategy provides a framework for cooperation in biodiversity issues that transcend national boundaries. It is premised on the fact that the state of the environment, including biodiversity, is a major determinant of the growth and development of the region. As such, TFCAs should be viewed as a vehicle for implementing the biodiversity strategy.

3.2 Current Status of TFCAs in the SADC Region

TFCAs are not developed following a uniform standard; they differ substantially in spatial parameters and the mix of land use categories. Some comprise multiple resource use areas

and different categories of protected areas, communal and private lands whereas others are made up of adjoining protected areas. They also vary significantly in the level of cooperation ranging from mere communication between officials to joint implementation of activities by the partnering countries. They have been developed as individual projects based on bi - or multilateral treaties or MOUs between the partnering countries and supported by ICPs.

TFCAs in the SADC region are founded on the principle that conservation should embrace active participation and involvement of local communities in the planning and decision making processes of natural resources management. The SADC Member States acknowledge that the primary beneficiaries of TFCAs should be the local communities living in and around the TFCAs and as such, there must be direct and equitable benefit flow to these communities. Furthermore, TFCAs entail complex and integrated land use planning at a landscape level and this requires a multi-sectorial approach to the participation of diverse range of stakeholder groups.

Currently, there are 18 existing and potential TFCAs in SADC in both terrestrial and marine environments. These are not necessarily between SADC Member States only but may also involve partnerships with non-SADC Member States. Three categories based on the level of development of the TFCAs are described as follows:

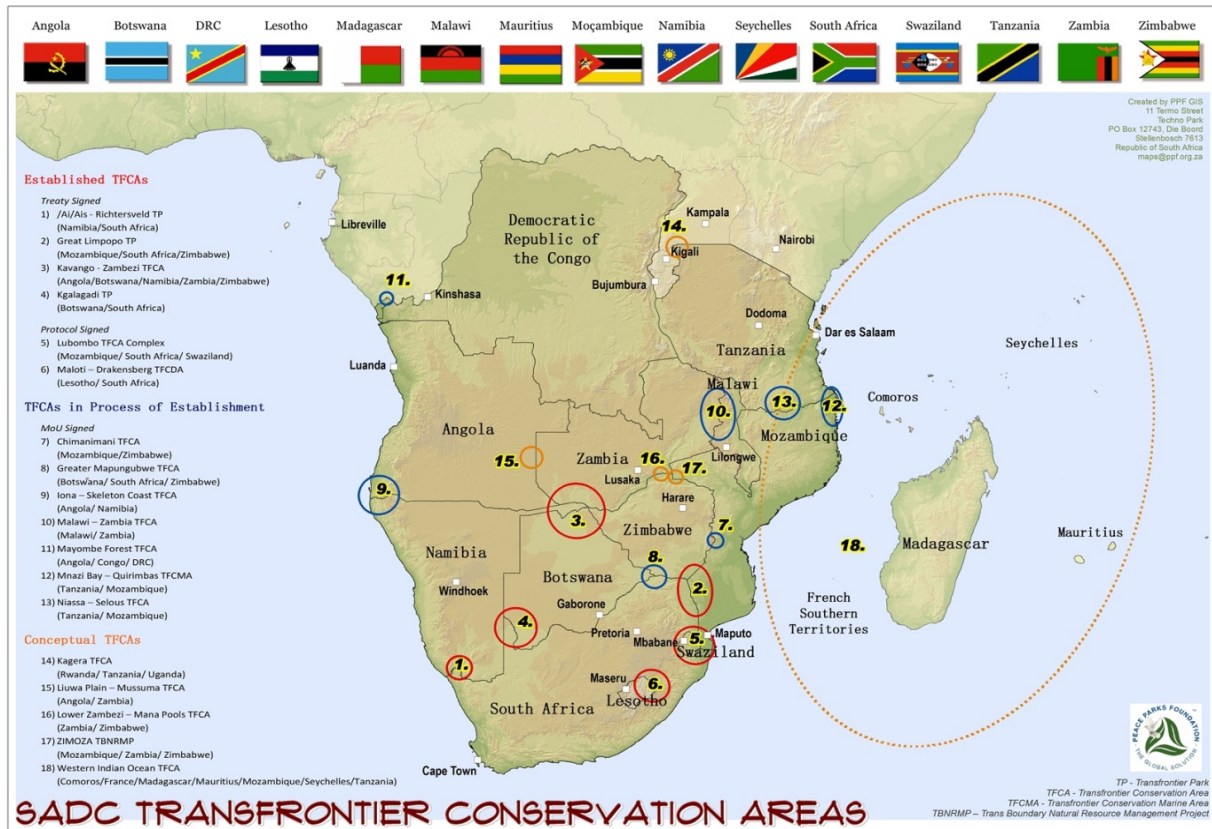
- Category A – Established TFCAs: These are TFCAs established through a Treaty or any other form of agreement recognized by the participating countries.
- Category B – Emerging TFCAs: These are essentially TFCAs with signed Memorandum of Understanding (MOU). The MOUs in this scenario serve as instruments that facilitate negotiations of Treaties to formally establish the respective TFCAs upon being signed.
- Category C –Conceptual TFCAs: These are TFCAs without an official mandate from the participating countries but have been proposed by some SADC Member States as potential TFCAs.

Table 1: Status of SADC TFCAs

Category	TFCA Name	Partnering Countries	Status
A	Kgalagadi Transfrontier Park	Botswana and South Africa	Bi-lateral Agreement signed in May 2000
	Lubombo Transfrontier Conservation Area Complex	Mozambique, South Africa and Swaziland	Tri-lateral Protocol signed in June 2000
	Great Limpopo Transfrontier Park	Mozambique, South Africa and Zimbabwe	Treaty signed in December 2002
	/Ais/Ais-Richtersveld Transfrontier Park	Namibia and South Africa	Treaty signed in August 2003
	Kavango Zambezi	Angola, Botswana, Namibia,	Treaty signed in

	Transfrontier Conservation Area	Zambia, Zimbabwe	August 2011
B	Chimanimani Transfrontier Conservation Area	Mozambique and Zimbabwe	MOU signed in 2001
	Maloti-Drakensberg Transfrontier Conservation and Development Area	Lesotho and South Africa	MOU signed in June 2001
	Iona-Skeleton Coast Transfrontier Conservation Area	Angola and Namibia	MOU signed in August 2003
	Malawi-Zambia Transfrontier Conservation Area	Malawi and Zambia	MOU signed in August 2004
	Greater Mapungubwe Transfrontier Conservation Area	Botswana, South Africa and Zimbabwe	MOU signed in June 2006
	Maiombe Forest Transfrontier Conservation Area	Angola, Democratic Republic of the Congo and Congo Republic	MOU signed in July 2009
C	Mnazi Bay – Quirimbas Transfrontier Marine Conservation Area	Mozambique and Tanzania	No MOU signed
	Niassa-Selous Transfrontier Conservation Area	Mozambique and Tanzania	No MOU signed
	Liuwa Plains-Mussuma Transfrontier Conservation Area	Angola and Zambia	No MOU signed
	Lower Zambezi-Mana Pools Transfrontier Conservation Area	Zambia and Zimbabwe	No MOU signed
	Kagera Transfrontier Conservation Area	Tanzania and Rwanda	No MOU signed
	Transfrontier Conservation Area of the Western Indian Ocean	Comoros, France, Madagascar, Mauritius, Mozambique, Seychelles and Tanzania	No MOU signed
	ZIMOZA Transboundary Natural Resources Management	Mozambique, Zambia and Zimbabwe	No MOU signed

Figure 1: Map of SADC TFCAs



4 The SADC TFCA Programme

The SADC Secretariat has not taken a prominent leading role in facilitating and supporting the development of TFCAs in the region so far. However, as noted in the SADC TFCA Framework (2007) “all four SADC Directorates, as well as other SADC Units, are dealing with issues related to TFCAs. Biodiversity conservation and natural resources management, food security and rural development are dealt with by the Food, Agriculture and Natural Resources Directorate. Infrastructure, tourism, river basins and water issues are dealt with by the Infrastructure and Services Directorate. The various social, cultural and related aspects are dealt with by the Social and Human Development Directorate. Issues related to cross border trade, financing and investments are dealt by the Trade, Industry, Finance and Investment Directorate. TFCAs are also dealt with by other SADC Secretariat’s Units such as information, communication and technologies, security and safety, legal aspects, administration, finance, etc. The presence of a dedicated TFCA Unit would consolidate these various efforts as they relate to TFCAs and ensure complementarity between their different activities.

At its meeting in Luanda, Angola in 2003, the SADC Council of Ministers approved criteria for the development of new regional programmes and projects. These programmes and project should:

- Have direct economic and social benefits to at least two countries;

- Contribute to the eradication of poverty and human development;
- Have economies of scale gains where regionally coordinated investments or operations will result in substantial cost saving and employment;
- Unlock the economic potential of less developed areas and countries to promote balanced and equitable development;
- Contribute to SADC's integration into the regional, continental and global economy;
- Contribute to market integration especially facilitating free movement of goods, services and factors of production; and
- Contribute to sustainable development and gender equality.

In 2004, the SADC Council of Ministers decided that “*TFCAs be implemented bilaterally by the concerned Member States without the involvement of the Secretariat.*” However with time and the realisation that (i) certain potential ICPs are only willing to channel their support through the Secretariat; and (ii) individual Member States are finding it difficult to mobilise financial and technical resources for the implementation of ongoing TFCA projects, SADC structures agreed to support TFCA planning and development processes. The experience of developing TFCAs in the SADC region gained over the last ten years supports the need for their coordination at regional level and that the SADC Secretariat is the appropriate institution and best placed body to play this role. Additionally, the SADC TFCA Programme meets the criteria for developing new regional programmes and projects set by the SADC Council of Ministers in 2003.

It is in this context that the SADC TFCA Programme was developed to promote a TFCA network in collaboration with national, regional and international partners.

4.1 Vision and Mission

The overarching SADC vision and mission statements for TFCAs as adopted by the SADC Member States at their meeting of March 2011 in Johannesburg, South Africa are as follows:

Vision:

SADC, a model of community centred, regionally integrated and sustainably managed network of world class transfrontier conservation areas.

Mission:

To develop SADC into a functional and integrated network of transfrontier conservation areas where shared natural resources are sustainably co-managed and conserved to foster socioeconomic development, and regional integration for the benefit of those living within and around TFCAs and mankind at large.

4.2 Programme Outline:

Key component areas for the SADC TFCA Programme with specific objectives, activities and results carried out at the regional, sub-regional and national levels are given below.

4.2.1 Component 1: Advocacy and Harmonization

The development of TFCAs is the prerogative of the Member States and therefore, unless there is political will and social acceptance at national level, the TFCAs development processes may be stalled. The SADC TFCA Programme aims to influence change in the practices regarding the conservation and management of shared natural resources and it advocates for the harmonisation of policy and legal frameworks, thereby facilitating the development of regional standards, procedures and guidelines to overcome gaps, and resolve conflicts within and between policies and laws of participating countries in the development of TFCAs. Improved policies and legislation are the basis for efficient management of TFCAs and the systematic expansion of the TFCA network.

Objectives

- Promote political will in support of the development of TFCAs;
- Support the harmonisation of policy and legal frameworks for TFCA management; and
- Promote cross sectoral dialogue on TFCA developments at national and regional levels.

Outputs

- Awareness about and support for TFCAs raised at both national and regional levels; joint solutions proposed to harmonise policy and legal frameworks relevant to TFCA management for all SADC Member States; and
- Multi disciplinary approach to TFCA planning and development adopted; and more TFCAs formally established.

Key Activities

- Generate SADC guidelines for TFCA development
- Integrate the establishment and development of TFCAs into the Protocol on Wildlife Conservation and Law Enforcement
- Identify gaps and propose joint solutions for policy and legal frameworks relevant to TFCA management in SADC Member States
- Raise awareness about TFCAs at the national and regional levels,
- Establish working relations with key sectors in TFCA establishment i.e. land authorities, livestock, agriculture, fisheries, forestry, etc.
- Facilitate negotiation processes for the formal establishment of TFCAs

4.2.2 Component 2: Enhancement of financing mechanisms for TFCAs

A critical challenge for many TFCAs is the lack of funding for development and management activities. The role that Member States and ICPs play in this respect cannot be over emphasised. The Member States should demonstrate their willingness to establish TFCAs by including funding provisions for them in the national budgets. In recent times, some ICPs have shifted their support from bilateral to regional forms of technical and financial cooperation. In both cases, SADC may facilitate access to financing resources, either by initiating and supporting bilateral dialogue between Member States and ICPs or through acquisition of funds at a regional level. Other financing mechanisms need to be explored, including the establishment of a regional fund specifically to develop TFCAs.

Objectives:

- Develop sustainable TFCA financing mechanisms

Outputs:

- Financing mechanisms diversified;
- More TFCAs sustainably financed; and
- A TFCA Regional Fund established.

Key Activities:

- Develop and market a portfolio of TFCA development activities
- Conduct a feasibility study on the viability of establishing a TFCA Regional Fund
- Undertake a feasibility study for TFCAs to access international environmental and other related funds
- Review existing revenue generating business models for TFCAs and develop and test new ones as required
- Advocate for Members States to mainstream TFCA operational costs in their national budgets

4.2.3 Component 3: Capacity building for TFCA stakeholders

Building capacity of key TFCA stakeholder groups is an important element of successful TFCA development. Capacity building efforts should tap into existing expertise and should be conducted in close coordination and cooperation with national and regional institutions.

Objectives:

- Enhance capacity for the successful development and management of TFCAs.

Outputs:

- Different stakeholder groups have an improved understanding of their role in TFCA development;

- Capacity of key TFCA stakeholder groups strengthened; and
- Regional partnerships between training and educational institutions established

Key Activities:

- Conduct a training needs assessment for key TFCA stakeholder groups
- Develop and implement regional training programmes for TFCA stakeholders
- Produce different sets of guidelines for identified TFCA priority areas such as CBNRM; joint cross border law enforcement, etc.
- Organise specific regional support seminars on TFCA key topics of regional relevance
- Facilitate partnerships and linkages between national and regional educational and training institutions to address identified training gaps in TFCA management

4.2.4 Component 4: Establishment of data and knowledge management systems

A SADC-wide information exchange as well as learning and innovation network seeks to facilitate gathering, processing and dissemination of TFCA related information. Furthermore, monitoring and evaluation at the level of individual TFCAs is essential to ensure that the articulated objectives are being achieved, and if not, to determine causality and refine the management approach. At a regional level, a monitoring and evaluation system needs to be tailored to assess the progression of the SADC TFCA programme.

Objectives:

- Establish platforms for data and knowledge management and information exchange; and
- Establish monitoring and evaluation frameworks for TFCA development and management at the TFCA and regional levels.

Outputs:

- Information exchange between stakeholder groups, TFCAs and SADC Secretariat enhanced;
- Mechanisms for data capture and dissemination established; and
- Progress of individual TFCAs and the SADC programme periodically measured and analysed.

Key Activities:

- Establish a functional TFCA Stakeholder Forum
- Establish an ICP coordination forum to support the TFCA programme
- Document and disseminate innovative approaches to TFCA development and management
- Establish a central database on TFCAs
- Create a TFCA portal to link existing TFCA web-pages and other documentation
- Establish monitoring and evaluation systems for the TFCA at national and regional levels.

4.2.5 Component 5: Enhancement of local livelihoods

The livelihoods of the millions of people that live in and around TFCAs are intricately linked to the integrity of ecosystems and biodiversity these TFCAs conserve. Apart from using the land to raise livestock, grow food and cultivate cash crops, rural communities also harvest natural resources such as firewood, wild herbs, wild fruit, and game meat for subsistence and commercial purposes. Member States acknowledge that the primary beneficiaries of TFCAs should be the rural communities who have intrinsic right to be involved in the decision making processes. Therefore, TFCA activity plans should be developed through a participatory process and should clearly demonstrate the benefit flow to these communities; aligned with regional poverty alleviation strategies.

Increased private and public investments in cross border infrastructure and tourism projects in these TFCAs can also contribute significantly to improving local economies. Facilitating cross border access to local and regional markets can further increase income at the household level. SADC also recognizes that more vulnerable segments of the population, for example women, youth and people living with HIV/AIDS, need special focus within these programmes.

Objectives:

- Empower local communities, especially women, to participate in TFCA decision making processes;
- Facilitate public and private investments in transboundary infrastructure, trade, and tourism projects;
- Increase opportunities for investment in income generating activities for local communities; and
- Facilitate the mainstreaming of gender, HIV/AIDS and other health related issues into TFCA development.

Outputs:

- An enabling environment for local participation in TFCA decision making processes created;
- Benefit flow to local communities increased;
- Local economies improved; and
- Gender, HIV/AIDS and other health related issues mainstreamed into TFCA management plans

Key Activities:

- Align TFCA activities with regional poverty alleviation strategies and programmes
- Review and improve policy framework for local participation in TFCA decision making processes
- Establish institutional frameworks at the local level to ease access to technical and financial assistance

- Develop a portfolio of transboundary infrastructure, trade and tourism projects within TFCAs
- Convene investor conferences to encourage investment in these transboundary projects
- Facilitate easing of trade barriers across borders
- Identify and develop income generating projects and specific projects targeting women and the youth
- Integrate HIV/AIDS action plans into TFCA management plans.

4.2.6 Component 6: Reducing vulnerability of ecosystems and people to the effects of climate change

The SADC region is vulnerable to the effects of climate variability and climate change. It is expected that temperature in the region will increase by about 3°C by 2080, while rainfall is expected to decrease with an increase of extreme weather events such as droughts and floods. Even just a 2°C increase can have a negative impact on TFCAs and their contribution to poverty alleviation and economic development by affecting biodiversity and with it tourism, as well as agriculture, water and with it the well-being of the people living in TFCAs. This component seeks to address these rising concerns.

Objective:

- Support the development of climate change mitigation and adaption measures within TFCAs

Outputs:

- Vulnerability of ecosystems and communities living in and around TFCAs to the effects of climate change reduced

Key Activities:

- Enhance knowledge about the phenomenon of climate change amongst TFCA managers and local communities
- Develop systems to monitor the impacts of climate change and variability on biodiversity, ecosystems and local livelihoods
- Develop adaptation and mitigation measures to cope and deal with the consequences of climate change and variability on biodiversity and livelihoods

4.2.7 Component 7: Development of TFCAs into marketable regional tourism products

The SADC Regional Indicative Strategic Development Plan (RISDP) and the SADC Regional Infrastructure Development Master Plan (RIDMP) have identified TFCAs as potential instruments for promoting regional integration, cooperative tourism and rural development. This is because countries are already working together in managing TFCAs as consolidated units and have joint governance structures in place for both conservation and tourism development. Secondly, many renowned tourism destinations are already situated within SADC TFCAs and

by developing tourism at a TFCA level, there is great potential to generate employment in these largely rural and marginalized areas, thereby contributing to poverty reduction.

Boundless Southern Africa was a regional initiative established by nine SADC Member States to market seven TFCAs as preferred tourist and investment destinations leading up to the FIFA World Cup in 2010. This experience, combined with the current efforts and mandate of RETOSA will contribute to the development and marketing of SADC TFCAs as regional tourism products.

Objectives:

- Increase the value and volume of sustainable nature-based tourism flows to the region; and
- Inculcate more equitable partnerships between private sector and communities in the tourism industry

Outputs:

- Tourism to the region increased;
- Cross border movement eased;
- Private sector and community partnerships in tourism improved
- Number of private sector and community partnerships increased

Key Activities:

- Develop and market regional flagship cross-border tourism products
- Identify, package and market investment opportunities in TFCAs
- Include the private sector in TFCA development platforms at the national and regional levels to contribute more actively to the development of tourism
- Develop and implement a certification system for TFCA tourism products
- Develop guidelines to facilitate equitable joint venture partnerships between local communities and the private sector
- Facilitate the establishment of a regional forum for associations involved in the production and marketing of local art and crafts

5 Roles of Stakeholders in the SADC TFCA Programme

The SADC TFCA Programme will be implemented at three levels - the SADC Secretariat; the national; and the TFCA levels. The subsequent sections illustrate roles of the various stakeholders in implementation of the Programme at the different levels.

5.1 SADC Secretariat

In 2008, the SADC Council of Ministers clarified the role of the SADC Secretariat with respect to all SADC programmes and projects to include the following:

- Providing strategic advisory services to Member States;
- Coordinating policies, strategies and programmes at the regional level;
- Organising consultative conferences and meetings of decision making structures; and
- Providing professional programme management.

The SADC TFCA Framework (2007) articulated the role of the SADC Secretariat with respect to the development of TFCAs in the SADC Region as primarily “*to streamline TFCAs with regional strategies for biodiversity conservation, as well as for poverty alleviation and sustainable development.*” The SADC Secretariat would only facilitate the efforts of the Member States in the implementation of programmes “*while participating countries would maintain full responsibility and authority for each TFCA.*” Within this limited political mandate and limited capacity, SADC Secretariat’s involvement with regards to the development of TFCAs should be related to the following interventions (SADC TFCA Framework, 2007):

- Resource mobilisation, coordination and channelling;
- Development of good practise guidelines for TFCAs development, establishment and implementation in the SADC region;
- Support to harmonisation of policies and legislation within TFCAs and in a regional context;
- Specific support to the harmonisation of policies, legislation and efforts for minimising risks within TFCAs and in a regional context, including joint law enforcement efforts;
- Cost-benefit assessment of TFCAs and proposed models of equitable cost-benefit sharing;
- Assessment of capacity building needs and existing opportunities in the region, identification of gaps, and support to the development of capacity building programmes to address these gaps;
- Collect, collate and disseminate information and enable information flow among the TFCAs’ development practitioners within the regional context;
- Support the elaboration of regional tourism development and marketing strategies;
- Promote and monitor partnerships among the private sector, public sector and civil society; and
- Political facilitation, monitoring and coordination of TFCAs development.

The FANR Directorate will be responsible for the overall management of the SADC TFCA Programme. In addition to the tasks listed above, administrative responsibilities will include accounting and financial management of the programme. These additional responsibilities call for staff augmentation within the Directorate as proposed below:

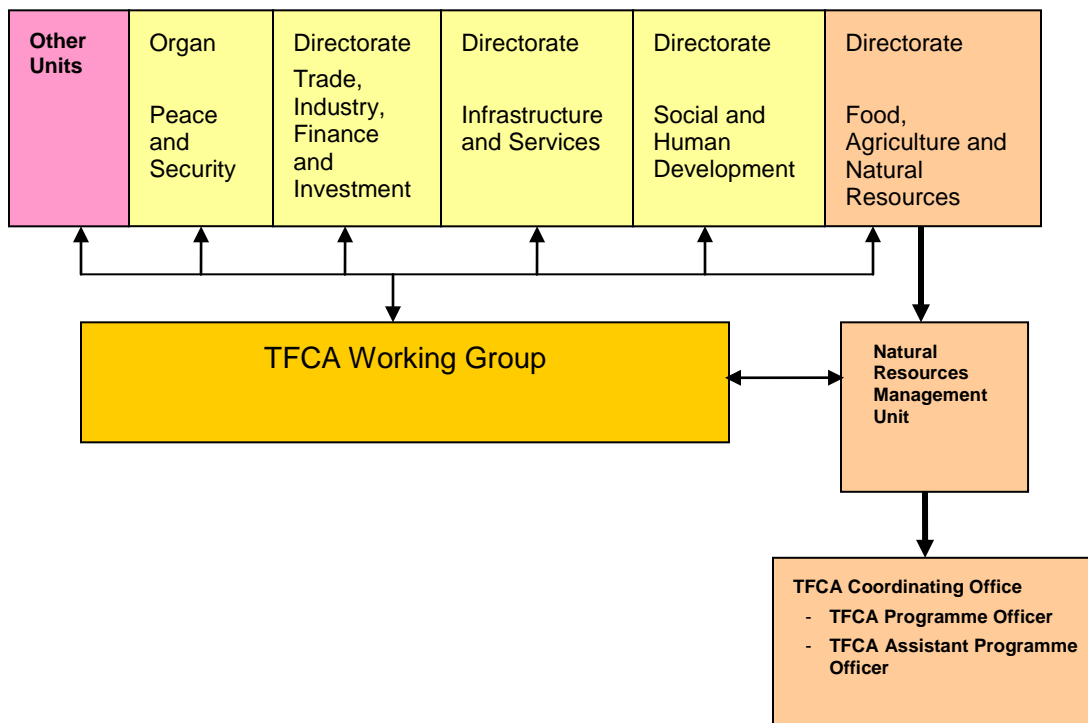
- TFCA Programme Officer (Head of TFCA Unit in FANR): will be responsible for the overall facilitation of natural resources management and tourism development policies and legislation, and sharing of best practices in the development and management of TFCAs in the SADC region.

- TFCA Assistant Programme Officer: will provide technical and administrative support to the Programme Officer.

In order to ensure sustainability, it is recommended that both posts be created as permanent positions within the FANR Directorate, funded by the Member States.

Given the multi-sectoral nature of TFCAs and the work that other SADC Directorates are already doing related to TFCAs, it is recommended that a TFCA Working Group be established comprising relevant expertise from other SADC Secretariat structures such as those related to tourism development and marketing (RETOSA); environment and natural resources management; social and rural development; agriculture and food security; livestock; water issues; international law; security; information, technology and communication; gender; HIV/AIDS; trade and investments; as well as infrastructure and services.

Figure 2: Organogram for Administering the SADC TFCA Programme at the level of the SADC Secretariat



5.2 Member States

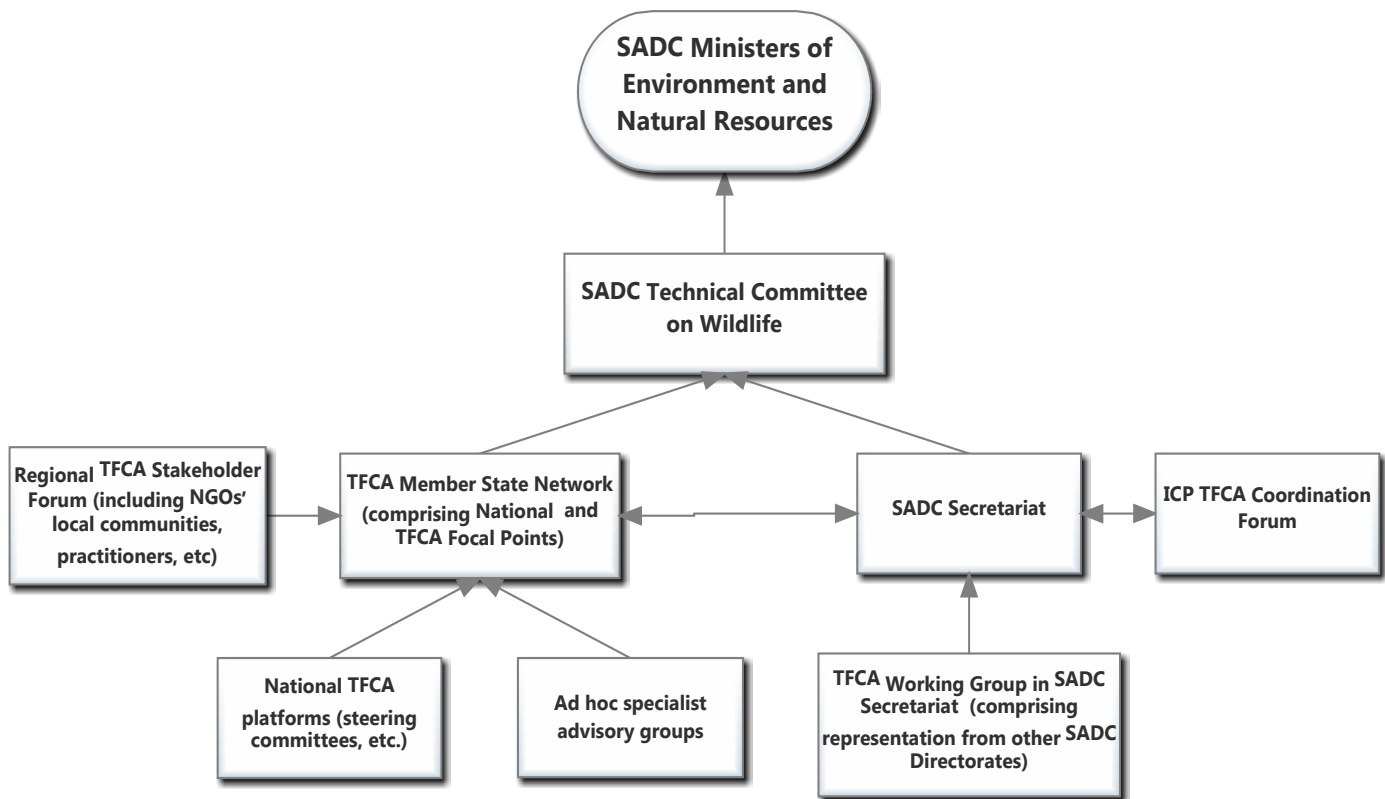
The establishment and development of individual TFCAs remains the responsibility of Member States. They have the authority and collective responsibility for protecting and managing natural resources across international boundaries. Member States have the obligation to drive programme implementation at the national and local levels. They are required to set up appropriate institutional frameworks to streamline implementation, communication and

cooperation within line ministries, between participating countries, and with the SADC Secretariat and other stakeholders. Several Member States have set up TFCA Units for this purpose and it is recommended that others do the same. Additionally, National Focal Points for TFCAs should be designated as entry points for communication between Member States, stakeholders and the SADC Secretariat.

TFCAs require complex and integrated planning processes which should be consultative in nature to minimise conflicts between competing needs. This can only be accomplished through a multi-sectoral approach. Since community participation in the TFCA processes is an essential element to successful programme implementation, Member States should ensure that appropriate mechanisms are established to actively engage local communities. Furthermore, individual Member States are expected to ensure that line ministries while leading the TFCA development process, find avenues of engaging with other sectors, both public and private, in the development and management of TFCAs. The Member States should also lead capacity development efforts in these sectors - civil, private and public, to better manage TFCAs.

The commitment of SADC Member States to establish TFCAs and implement activities on the ground will be exemplified by their willingness to budget for this programme at national level while lobbying for additional financial and technical support from ICPs and the private sector.

Figure 3: Organogram for Implementing the SADC TFCA Programme at the level of the Member States



5.3 NGOs

NGOs working in the conservation and rural development sectors are important partners of the Programme as they complement government efforts and provide conceptual guidance, planning support, technical assistance and financial resources. Existing partnerships need to be further consolidated and new ones need to be nurtured with the roles and responsibilities of the NGOs clearly articulated. However, their cooperation should be aligned with the objectives of the SADC TFCA Programme. NGOs will be able to provide input into the TFCA planning processes through the Regional Stakeholder Forum or through ICP Coordination Forum or through bilateral arrangements.

5.4 International Cooperating Partners (ICPs)

Cooperation with ICPs should follow SADC's partnership policy as defined in the *“Windhoek Declaration on a new partnership between the Southern African Development Community and the International Cooperating Partners (ICPs)”*. The declaration calls for better coordination between ICPs through the establishment of a formal coordination mechanism such as thematic groups under the guidance of SADC. These streamline cooperation according to the relevant SADC programmes and promote harmonisation of the various ICP efforts. A positive example of the efficacy of this kind of directed cooperation exists in the water sector where a thematic group was established to facilitate coordination of ICPs involved or interested in this thematic

area under the coordination of a lead ICP. The result is more effective and efficient mobilisation and utilisation of resources and strengthening of regional cooperation and integration.

5.5 Related Programmes

RETOSA

The Regional Tourism Organisation of Southern Africa (RETOSA) is a SADC body responsible for the promotion and marketing of tourism in the region in close cooperation with the region's national tourist organisations and the private sector. RETOSA with its expertise in the marketing of tourism products and the close cooperation with the tourism industry is a relevant partner for the SADC TFCA Programme.

Boundless Southern Africa

Launched at the 2008 Tourism Indaba in Durban, South Africa, Boundless Southern Africa was the brand chosen by nine SADC Member States to market seven TFCAs leading up to the FIFA World Cup in 2010. It promoted the TFCAs to potential investors and tourists around the world. This concept is relevant to the SADC TFCA Programme as it markets tourism products on the basis of ecosystems and tourism attractiveness rather than on the basis of political or geographical boundaries.

CBNRM Forum

Conservation organisations across the SADC region have embraced Community Based Natural Resources Management (CBNRM) as both a conservation and rural development model. The CBNRM Forum is a network of organisations and institutions from NGOs, governments and research institutes in six countries, namely; Botswana, Malawi, Namibia, Mozambique, Zambia and Zimbabwe. The objective of the Forum is to promote CBNRM approaches and to enhance their integration into national policies in order to improve community livelihoods.

The SADC TFCA Programme will link closely with this and other regional CBNRM training and capacity building initiatives with the primary objective of the development of skills and capacity for natural resources management within local communities and their support agencies. As community involvement and development is a major objective of all TFCAs, the CBNRM Forum can serve as a partner to identify, develop and disseminate good practices and to mainstream CBNRM elements into the TFCA management plans. It can also share its regional networking and information sharing experience.

References:

1. IUCN/World Data Base on Protected Areas.
2. SADC, 2006: Biodiversity Strategy, Gaborone. Botswana.
3. SADC, 1992: Declaration and Treaty of SADC, Gaborone. Botswana
4. SADC, 2002: Protocol on Forestry, Gaborone. Botswana
5. SADC,1999: Protocol on Wildlife Conversation and Law Enforcement, Gaborone. Botswana.
6. SADC, 2002: Protocol on Shared Water Courses, Gaborone. Botswana
7. SADC, 2001: Regional Indicative Strategic Development Plan, Gaborone. Botswana
8. SADC, 2007: SADC Transfrontier Conservation Areas Framework, Gaborone. Botswana

Annex 1: Logical framework for the SADC TFCA Programme

Description	Outputs	Institutional Partners	Assumptions
<p><u>Overall Goal:</u></p> <p>A functional and integrated network of transfrontier conservation areas developed where shared natural resources are sustainably co-managed and conserved to foster economic and social development, tourism and regional integration for the benefit of those living within and around TFCAs and mankind at large.</p>			
<p><u>Component 1: Advocacy and Harmonisation</u></p>	<ul style="list-style-type: none"> • Joint solutions to harmonise policy and legal frameworks relevant to TFCA management for all SADC Member States proposed • Awareness about and support for TFCAs at both national and regional level raised. • More TFCAs formally established 	<ul style="list-style-type: none"> • Concerned ministries of Member States, SADC Secretariat, implementing agencies, NGOs. 	<ul style="list-style-type: none"> • Political will to harmonise national regulatory framework exists.
<p>Objectives:</p> <ul style="list-style-type: none"> - Support the harmonisation of policy and legal frameworks for TFCA management; and - Promote political will in support of the development of TFCAs 			
<p>Key activities:</p>			
<p>1.1 Generate SADC guidelines for TFCA development</p>			
<p>1.2 Identify gaps and propose joint solutions for policy and legal frameworks relevant to TFCA management in SADC Member States</p>			
<p>1.3 Facilitate negotiation processes for</p>			

Description	Outputs	Institutional Partners	Assumptions
the formal establishment of TFCAs			
1.4 Update the SADC Protocol on Wildlife Conservation and Law Enforcement			
1.5 Raise awareness about TFCAs at the national and regional levels			
<u>Component 2: Enhancement of financing mechanisms for TFCAs</u>			
<u>Objectives:</u> <ul style="list-style-type: none"> - Develop sustainable TFCA financing mechanisms 	<ul style="list-style-type: none"> • Financing mechanisms diversified • More TFCAs sustainably financed • A TFCA Regional Fund established 	<ul style="list-style-type: none"> • Member States, SADC Secretariat, RETOSA, International Cooperation Partners, private sector 	<ul style="list-style-type: none"> • Continued interest of the Member States and International Cooperation Partners in supporting TFCAs
<u>Key activities:</u>			
2.1 Develop and market a portfolio of TFCA support activities			
2.2 Conduct a feasibility study on the viability of establishing of a TFCA Regional Fund			
2.3 Undertake a feasibility study for TFCAs to access international environmental and other related funds			
2.4 Develop and test revenue generating business models for TFCAs			
2.5 Advocate for Members States to mainstream TFCA operational costs			

Description	Outputs	Institutional Partners	Assumptions
in their national budgets			
Component 3: Capacity building for TFCA stakeholders	<ul style="list-style-type: none"> • Different stakeholder groups have an improved understanding of their role in TFCA development • Capacity of key TFCA stakeholder groups strengthened • Regional partnerships between training and educational institutions established 	<ul style="list-style-type: none"> • SADC Secretariat, Member States, NR training institutions, NGOs, training consultants 	<ul style="list-style-type: none"> • Availability of sufficient funding for capacity development • Existence of a conducive environment within Ministries for professional development • Willingness of regional institutions to form partnerships with each other
<p>Objectives:</p> <ul style="list-style-type: none"> - To enhance capacity for the successful development and management of TFCAs. 			
Key activities:			
3.1 Conduct a training needs assessment for key TFCA stakeholder groups			
3.2 Develop and implement national and regional training programmes for TFCA stakeholders.			
3.3 Produce different sets of guidelines for identified TFCA priority areas such as CBNRM; joint cross border law enforcement, etc.			
3.4 Organise specific regional support			

Description	Outputs	Institutional Partners	Assumptions
seminars on TFCA key topics with regional relevance.			
3.5 Facilitate partnerships and linkages between national and regional educational institutions (including Centres of Excellence) to address identified training gaps in TFCA management.			
<u>Component 4: Establishment of data and knowledge management systems</u>			
<p><u>Objectives:</u></p> <ul style="list-style-type: none"> - Establish platforms for data and knowledge management and information exchange; and - Establish monitoring and evaluation frameworks for TFCA development and management at the TFCA and regional levels. - 	<ul style="list-style-type: none"> • Information exchange between stakeholder groups, TFCAs and SADC Secretariat enhanced • Mechanisms for data capture and dissemination established • Progress of individual TFCAs and the SADC programme periodically measured and analysed 	<ul style="list-style-type: none"> • SADC Secretariat, Member States, ICPs NGOs, private sector 	<ul style="list-style-type: none"> • Importance of data capture recognised and supported by Member States
Key activities:			
4.1 Create a TFCA Stakeholder Forum.			
4.2 Document and disseminate innovative approaches.			
4.3 Create a TFCA portal to link existing TFCA web-pages and further access documents and other documentation.			
4.4 Create an ICP coordination forum to support the TFCA programme			
4.5 Establish a central database on			

Description	Outputs	Institutional Partners	Assumptions
TFCAs			
4.6 Establish monitoring and evaluation systems for the TFCA level and regional level			
<p>Component 5: Enhancement of local livelihoods</p> <p>Objectives:</p> <ul style="list-style-type: none"> - Empower local communities, especially women, to participate in TFCA decision making processes; - Facilitate public and private investments in transboundary infrastructure, trade, and tourism projects; - Increase opportunities for investment in income generating activities for local communities; and - Facilitate the mainstreaming of gender and HIV/AIDS issues into TFCA development. 	<ul style="list-style-type: none"> • An enabling environment for local participation in TFCA decision making processes created; • Benefit flow to local communities increased; • Local economies improved; and • Gender and HIV/AIDS issues mainstreamed into TFCA management plans 	<ul style="list-style-type: none"> • SADC Secretariat, Member States, Private Sector, women and youth NGOs, 	<ul style="list-style-type: none"> • High level of private sector interest in transboundary projects • Member States recognise the importance of engaging local communities in TFCA development • Local communities interested in TFCA development • Willingness of Member States to remove barriers to regional trade
Key activities:			
5.1 Align TFCA activities with regional poverty alleviation strategies and programmes;			
5.2 Review and improve policy framework for local participation in			

Description	Outputs	Institutional Partners	Assumptions
TFCA decision making processes;			
5.3 Develop income generating projects to be implemented by women and the youth			
5.4 Establish institutional frameworks at the local level to ease access to technical and financial assistance ;			
5.5 Develop a portfolio of transboundary infrastructure, trade and tourism projects within TFCAs			
5.6 Identify and develop income generating projects and specific projects targeting women and the youth; and			
5.7 Integrate HIV/AIDs action Plans into TFCA Management Plans			
5.8 Facilitate the easing of trade barriers across borders;			
5.9 Convene investor conferences to encourage investment in these transboundary projects			
Component 6:Reducing vulnerability of ecosystems and people to the effects of climate change			
Objectives: <ul style="list-style-type: none"> Support the development of 			

Description	Outputs	Institutional Partners	Assumptions
climate change mitigation and adaption measures within TFCAs			development strategies
Key activities:			
6.1 Enhance knowledge about the phenomenon of climate change amongst TFCA Managers and communities			
6.2 Develop systems to monitor the impacts of climate change and variability on biodiversity, ecosystems and local livelihoods			
6.3			
6.4 Develop adaptation measures to cope with the consequences of climate change and variability on biodiversity and livelihoods			
Component 7: Development of TFCAs into marketable regional tourism products	<ul style="list-style-type: none"> • Tourism to the region increased; • Cross border movement eased; and • Private sector and community partnerships in tourism improved 	<ul style="list-style-type: none"> • SADC Secretariat, RETOSA, National Tourism Boards, National Conservation Agencies, Investment Promotion Agencies, Private Sector, ICPs 	<ul style="list-style-type: none"> • Improvement of the world economy • Existence of policies and guidelines for joint venture partnerships between private sector and local communities
Objectives: <ul style="list-style-type: none"> - Increase the value and volume of sustainable nature-based tourism flows to the region; and - Inculcate more equitable partnerships between private sector and communities in the tourism industry 			
Key Activities:			

Description	Outputs	Institutional Partners	Assumptions
7.1 Develop and market regional flagship cross-border tourism products			
7.2 Identify, package and market investment opportunities in TFCAs			
7.3 Develop and implement a certification system for TFCA tourism products			
7.4 Develop guidelines to facilitate equitable joint venture partnerships between local communities and the private sector			
7.5 Facilitate the establishment of a regional forum for associations involved in the production and marketing of local arts and crafts			
7.6 Include the private sector in TFCA development platforms at the national and regional levels to contribute more actively to the development of tourism			